

3. FINDINGS AND RECOMMENDATIONS

This section contains a summary of our findings from the personnel management systems performance audit. The results of our audit clearly demonstrate that the State of North Carolina is not practicing some fundamental human resource management activities and is not applying its current human resource-related efforts in a comprehensive, forward-looking, and cost-effective manner. The current personnel practices have resulted in the State **not** being able to cost-effectively use funds appropriated for rewarding, motivating, developing, and ensuring the well-being of its workforce.

This broad conclusion is based on evidence and related findings that are discussed in this section. The individual audit findings are organized and presented under the following subject areas:

- State personnel functions
- Classification system and compensation plan
- Employee benefits
- Training and development

State personnel functions

The philosophy, structure, and management of the personnel function within the State has many weaknesses that detract from its effectiveness. The individual findings that support this conclusion are:

- The executive branch human resource management programs are fragmented
- The personnel function has program-based inconsistencies and inequities among the branches of government
- The State personnel function lacks the appropriate professional tools, techniques, and experience requirements typically found in contemporary human resource management practices
- The State workforce's morale is poor and the State's management is frustrated

Finding 1 - The executive branch human resource management programs are fragmented

For comparative purposes, a table listing the human resource functions and activities typically found in a personnel function is presented in Exhibit 3-1, along with an indication

Exhibit 3-1

Human Resource Functions and Responsibilities

FUNCTIONS/ACTIVITIES/PROGRAMS	ORGANIZATION RESPONSIBILITY/FUNCTION			ASSESSMENT COMMENTS
	Office of State Personnel	Other Agencies	Currently Not Performed	
EMPLOYMENT				
Recruitment	-	X	-	There is no statewide comprehensive plan for
Placement	-	X	-	
Orientation	-	X	-	
Reassignments	X	-	-	
Terminations	-	X	-	
EMPLOYEE AND MANAGEMENT DEV.*				
Training Program Dev.	X	-	-	Individual, group, and statewide training needs are not identified systematically in terms of potential improvement to job performance. Training is centralized for management and supervisory personnel only.
Training Instructors	X	-	-	
Training Facilities	X	-	-	
Training Needs Assessment	-	-	X	
Personnel Training	X	-	-	
COMPENSATION				
Job Analysis	X	-	-	The classification system needs to be refined and made more efficient, and a flexible compensatory system should be developed to allow more effective management of pay and pay delivery.
Job Evaluation	X	-	-	
Classification Standards	X	-	-	
Employee Classification	X	X	-	
Salary Structure	X	-	-	
Pay Delivery	X	X	-	
Performance Management	X	X	-	
EMPLOYEE RELATIONS				
Disciplinary Action	-	X	-	There is no overall strategy for dealing with employee relations issues.
Grievances	X	X	-	
Suggestion Plans	-	X	-	
Awards	-	X	-	
Employee Assistance Counseling	X	-	-	
HUMAN RESOURCES PLANNING				
Forecasting	-	-	X	The State does not have a human resource plan to regularly review the anticipated demand for skills, knowledge, and experience from within the State and from the external labor market.
Planning Models	-	-	X	
Career Paths	-	-	X	
Career Development	-	-	X	
	-	-	-	
HEALTH & SAFETY				
Safety Campaigns	X	X	-	Health and safety policies and procedures overlap among several agencies.
Safety Inspections	X	X	-	
Safety Education	X	X	-	
Accident Investigation	X	X	-	
Accident Records	X	X	-	
Workers' Compensation	X	X	-	
Unemployment Insurance	X	X	-	
PERSONNEL RESEARCH				
Records and Reports	X	-	-	The State does not regularly conduct employee opinion surveys to develop a climate of trust and openness based on effective communication.
Manuals	X	-	-	
Systems and Procedures	X	-	-	
Policies	X	-	-	
Personnel Audits	X	-	-	
Opinion Surveys	-	-	X	
EMPLOYEE BENEFITS				
Retirement	-	X	-	Employee benefits are not monitored on a statewide comprehensive basis.
Medical Insurance	-	X	-	
Publications	-	X	-	
EQUAL EMPLOY. OPPORTUNITY				
Affirmative Action Planning	X	X	-	Equal Employment Opportunity plans are performed at the State agency level.
Records	-	X	-	
Discrimination Complaints	-	X	-	
Counseling and Liaison	X	X	-	
Technical Assistance	X	-	-	
Monitoring and Evaluation	X	-	-	

*Management and supervisory training only. Employee training programs are decentralized within each agency.

of the agency responsible for the program. As the table indicates, responsibility for various activities and programs is fragmented within the agencies and OSP, and some key activities and programs are not being performed at all.

Based on interviews held with OSP division directors and agency personnel directors, attendance at State Personnel Study Commission meetings, and review of the personnel policies and procedures manual, we found no central point of program standardization or coordination in developing, implementing and directing a comprehensive human resources management function. Although the State Personnel Commission establishes rules and policies governing human resource programs and the OSP has division directors responsible for human resource programs, we found that the State Personnel Commission does not coordinate, issue standards, or monitor programs that have been decentralized to the agencies. The problem is caused in part by many of the OSP directors having no authority to effect change in the programs that have been decentralized to selected agencies.

The structure of the State's human resource system does not allow the OSP to operate as the central point of policy formulation to ensure standardization of programs and/or program accountability. Programs that are fragmented and should be better coordinated are:

- Human resource planning
- Position management
- Employee relations
- Safety and health
- Employee training and development

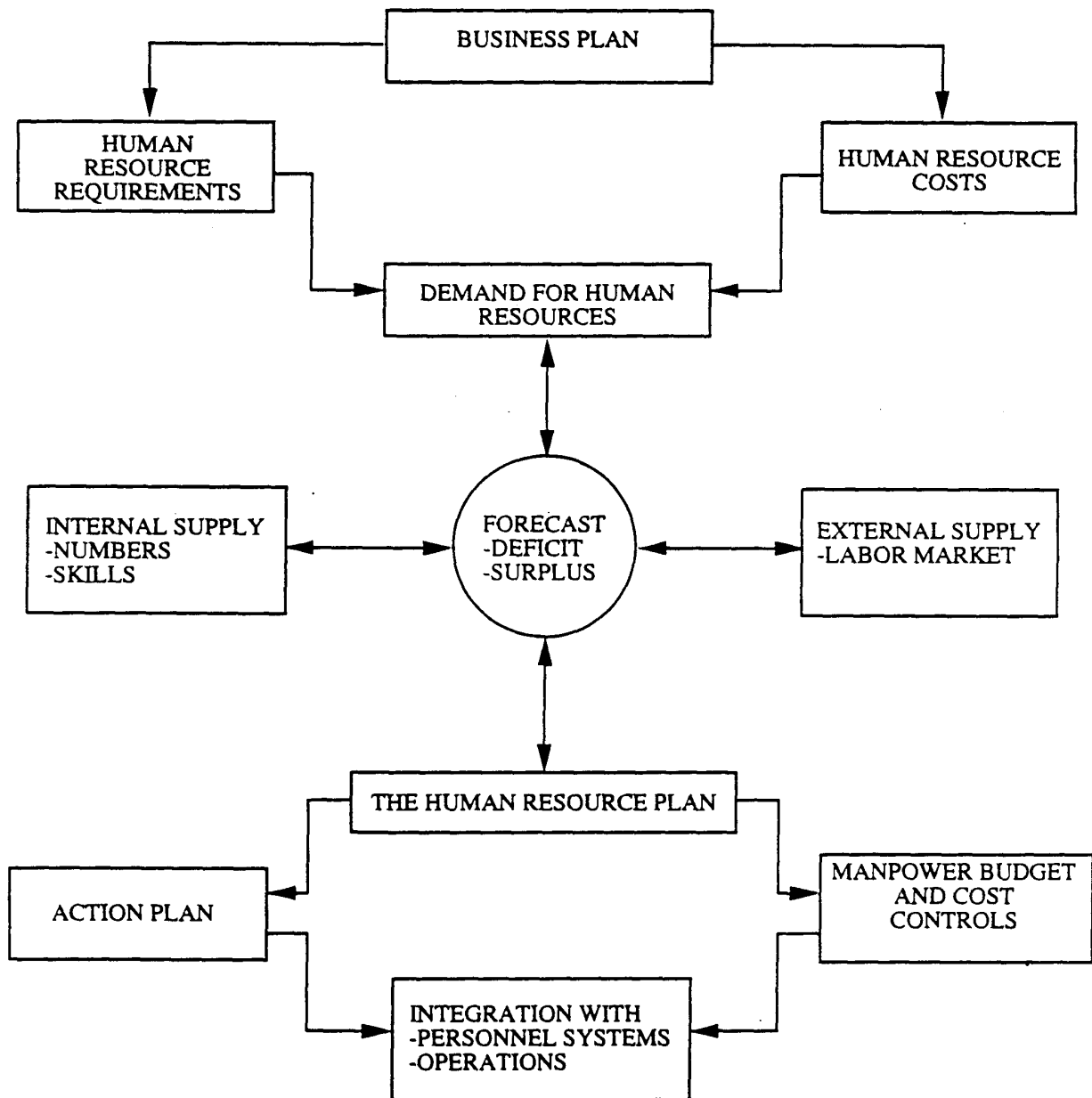
Each of these programs is discussed below.

Human resource planning

Human resource planning is a critical aspect of human resource management and should assume an important role within the State's overall human resource management program. None of the branches of North Carolina's State government effectively addresses the human resource planning function. Without a means to assess human resource needs under changing conditions, the State becomes ineffective at recruiting and retaining the quantity and quality of people the organization needs.

As demographics of the workforce and goals and objectives of the organization change, it is important for the organization to develop, monitor, evaluate, and update a human resource business plan. A human resource planning model is depicted in Exhibit 3-2. Key components of the plan would include:

Exhibit 3-2
Human Resource Planning Model



- Understanding manpower requirements in relation to the expected State personnel needs
- Understanding "supply and demand" of people and skill sets within the State workforce compared to "supply and demand" of people and skill sets in the marketplace
- Developing short- and long-term action plans to acquire the right employees with the appropriate skill sets, at the right price
- Integrating action plans, goals, and performance measurements with personnel systems and operations

Human resource planning affects most other functions of human resource management such as:

- | | |
|-----------------------------|-----------------------------------|
| ■ Recruitment and selection | ■ Pay and benefits |
| ■ Equal Opportunity | ■ Productivity |
| ■ Training | ■ Budgeting |
| ■ Assessment | ■ Maintaining accurate statistics |
| ■ Promotion | ■ Employee career development |

Position management

Historically, the position management division has maintained a backlog of classification studies that agencies needed to have performed. The General Assembly recently passed legislation to decentralize position management. This action should reduce the backlog and allow the classification studies to be more responsive to agency needs. However, decentralizing position management to the agencies without the proper oversight to ensure compliance with the appropriate standards will further increase the significant problems with the current classification system. These problems are discussed in detail in Finding 6. Agencies with position management decentralization authority are only given the authority to classify individual positions. The OSP retains the responsibility of ensuring the integrity of the classification system.

The primary purpose of establishing a classification system is uniformity and equity in job requirements and salaries throughout the State. Decentralization of the position management function without oversight to ensure compliance with standards only increases inequities, causes morale problems, and compounds current classification system problems.

Employee relations

Employee relations is defined as those processes that form a part of the interface between the objectives of the organization and the needs and interests of its employees. It typically includes policies, systems, and procedures covering:

- Well being
- Counseling
- Procedural arrangements covering disciplinary action and grievances

The OSP's personnel manual states that the State's philosophy in personnel administration must always recognize the dignity and value of the individual. To meet this stated philosophy, the State developed employee relations policies to promote communication, participation, and understanding among all employees. Included in the manual of OSP's employee relations programs are the policies for:

- Disciplinary action/appeals and grievances
- Counseling/welfare
- Service award programs and Governor's award for excellence
- Employee communications

The employee relations function was eliminated by the creation of OAH in 1986 and legislatively mandated staff reductions in 1991. The investigators and hearing officers and related functions have been shifted to the Office of Administrative Hearings (OAH). The State Personnel Commission staff processes, reviews, and coordinates employee appeals and grievances among the agencies, OAH, and the State Personnel Commission.

Organizations that have ineffective employee relations often exhibit the following traits:

- High levels of dissatisfaction and poor morale
- Low productivity levels and poor quality services
- High levels of turnover and poor image and reputation as an employer in the labor market
- Breach of legal requirements

evidenced by the employee attitude survey results and interviews held with management and employees across State government. A question that measured morale in the employee survey (i.e., "Most people in your agency feel they are treated fairly") received a low rating of 4.6 on a scale of 1 to 10.

OSP division directors repeatedly told of receiving calls from employees for advice and counseling on issues that should be handled by an employee relations department. These issues include problems with management, grievance and appeals procedures, and personnel policies and procedures. Without a division specifically designated to ensure that employees are treated fairly and equitably, and without a designated place for employees to turn for help, the State's effectiveness as a supportive human resource department will continue to be ill perceived by its employees.

Safety and health

The workers' compensation program is administered by individual agencies, the Industrial Commission, and OSP:

- Each agency has a designated workers' compensation administrator responsible for processing and monitoring claims.
- The Attorney General's office defends for the State all cases before the Industrial Commission that involve possible litigation issues. The Industrial Commission administers the provisions of the Workers' Compensation Act and approves applicable workers' compensation claims.
- OSP provides assistance to agency personnel in managing the program and ensuring that there is consistent application to all employees.

Within this one program, there are multiple organizations managing the workers' compensation program without linkages to the other important human resource management functions.

Employee training and development

The OSP has a supervisory management training program and a training facility for the State's management and supervisors, but OSP does little in the area of employee skills training. Agencies are providing employee skills training to meet their individual job needs. The following lists an example of this agency-specific skills training:

- The Department of Agriculture uses the Educational Assistance Program for job-related training
- The Department of Human Resources has training for nurses

- The Department of Human Resources has training for nurses
- The Department of Transportation has a literacy program

There is little coordination of efforts among agencies and universities to cross-utilize programs that may benefit other employees in State government. In addition, the OSP does not emphasize employee training nor does it attempt to coordinate training programs. Training is discussed further in Findings 15 and 16.

Recruitment and selection

Every agency conducts its own recruitment and selection efforts. Currently, there is no coordination of efforts to recruit at the universities nor is there coordination of efforts in advertising vacancies. In 1991, legislation was passed that restricted OSP's performing such activities.

Medical and retirement programs

The medical and retirement plans are an integral part of the total human resource system. They are part of the total compensation package and are essential to attracting and retaining a high quality workforce. The medical and retirement programs in North Carolina are organized and managed by different offices. The medical programs are organized under the North Carolina Teachers' and State Employees' Comprehensive Major Medical Plan which reports to a Board of Trustees. The retirement programs are administered under the State Treasurer and State Auditor. (See Finding 14 for a discussion on pension administration fragmentation.) This is highly unusual for the marketplace and poses significant problems for the State.

The problems with having three separate parts of the human resource system managed under different offices are that:

- Employees have no single point of contact for resolving issues concerning the overall compensation and benefits package
- The value and competitiveness of the compensation and benefits package is considered on a fragmented rather than integrated basis
- The State has difficulty controlling total costs for compensation and benefits

OSP and agency responsibilities

In the 1991 session of the General Assembly, the State passed legislation to decentralize the personnel function whereby "the Office of State Personnel shall decentralize classification and salary administration functions to all departments with more than 500 permanent full-time employees by January 1, 1993." This has caused a growing duplication of personnel services among agencies and OSP, which is leading to increased inefficiencies and concerns. The statute requiring decentralization of personnel functions was repealed in 1992.

From our review of other states, only one state does not have a centralized personnel office; however, this state recently made recommendations to change to a centralized personnel office because of inefficiencies they have experienced. Most states have reached a balance between centralized oversight and agency autonomy for day-to-day operations. Throughout the United States, private and public organizations are finding they cannot effectively operate the human resource function on a completely centralized or completely decentralized basis. Either extreme produces problems. Today's environment requires a balance. Exhibit 3-3 shows, for illustrative purposes, a proposed balance between agency and OSP responsibilities for hiring, evaluation, and promotion.

The number of states that perform key personnel functions on a centralized, decentralized or combined basis are shown below along with a description of North Carolina's practices.

	Centralized	Decentralized	Combined	North Carolina*
Human resource planning	10	17	15	--
Classification	32	1	15	C, D
Recruitment	14	1	31	D
Selection	7	10	26	D
Performance evaluation	13	10	23	C, D
Promotion	9	21	19	D
Employee assistance and counseling	20	8	11	C
Human resource development and training	25	2	20	C, D
Affirmative Action	16	3	28	C
Labor and employee relations	26	1	14	C, D
Grievance and appeals	18	1	28	C, D
Compensation	40	1	6	C, D
Workers' compensation	39	0	9	C, D

*C = centralized

D = decentralized

Source: National Association of State Personnel Executives

Exhibit 3-3
Example of
Appropriate Balance of Personnel Functions

Function	Agency	Office of State Personnel
Hiring	<p>Prepares job description and qualifications</p> <p>Prepares and places advertisements: - Can waive advertisement rules for emergency hiring or promotion within the division.</p> <p>Evaluates applicants, including testing if desired Hiring decision at discretion of agency, subject to compliance with civil rights laws.</p> <p>Agrees with the new hire on salary within the allowable range - Salaries above range require approval by the Governor</p> <p>Probation period is 6 months, but agency head can extend period to 1 year.</p>	<p>Technical Assistance - provides form for job descriptions. Suggests qualifications.</p> <p>Policy Oversight - Minimum requirements for how many advertisements and notices, where, and for how long. Audits - Emergency hiring and promotions from within division.</p> <p>Technical Assistance - on hiring tests. Audits - compliance with civil rights laws.</p> <p>Policy - establishes salary range for each job classification. Establishes uniform benefits (i.e., health insurance, retirement). Advises Governor on waiver requests.</p> <p>Audit - extensions of probation periods.</p>
Evaluation and promotion	<p>Prepares evaluation forms and procedures</p> <p>Evaluates every employee</p> <p>Increments are not automatic, but must be approved on individual basis by agency head. Authority to approve increments may be delegated downward.</p> <p>Promotions within division allowed without advertising and notice. Promotions within agency, but outside division treated as a new hire. Executive pay plan positions exempted - First time promotion to supervisory position requires mandatory training.</p> <p>May propose reclassification of existing positions. Executive Pay Plan positions exempted.</p> <p>Administers incentive awards.</p>	<p>Technical Assistance - prepares model evaluation forms. Assists in preparation of agency forms and procedures.</p> <p>Audit - assures that every agency evaluates every employee every year.</p> <p>Policy - establishes uniform annual COLA Audit-reviews increases to assure compliance with policies and determine if significant impact has occurred.</p> <p>Audits - compliance with civil rights laws.</p> <p>Technical Assistance - offers training for first-time supervisors. Audit-reviews promotion actions to determine compliance with policies and determine promotion trends.</p> <p>Policy - must review reclassifications</p> <p>Policy - recommends incentive awards to Governor</p>

Recommendation

- The State should coordinate more effectively its human resource management functions to ensure all programs are fully integrated within an overall human resource plan and are in compliance with effective human resource management practices. The OSP plays a critical role in the management of the human resource function. When program development and implementation is heavily decentralized, it becomes much harder for the State to develop, assess, and coordinate programs and view human resource needs from a statewide perspective.

To meet the State's strategic goals and objectives for its human resource functions throughout the 1990s, the OSP should be centrally responsible for:

- Providing policy development, guidance, and oversight
- Developing and coordinating all statewide human resource programs
- Providing technical assistance to agencies in all areas of human resource management
- Monitoring and auditing agency compliance with policies and programs
- Reviewing and reporting classification changes
- Coordinating and monitoring agency employee relations functions

The State should decentralize as many of its personnel practices as feasible (e.g., hiring, firing, and general administration) but within a statewide structure that ensures coordination and a statewide human resource perspective. All findings throughout this report regarding the classification system and compensation philosophy support the need for the State to reassess its human resource structure, the level of authority over programs, and the staffing needs and skills sets required of the professionals carrying out the human resource function.

- The State should implement a human resource planning function in OSP. Human resource planning will play a critical role in determining the mission and future of the State's human resource programs. Human resource planning recognizes the intrinsic relationship among recruiting, selecting, organizing, training, and developing the workforce and should be the central point of all programs.
- North Carolina teachers and State employees comprehensive major medical plans should report directly to the State Personnel Director. This will help align the benefit programs with the human resource function and will allow the State to manage, implement, and evaluate benefit programs from a total compensation perspective.

This will also facilitate OSP's reinstituting the annual issuance of an employee benefit statement that describes the value of all State benefit and retirement programs to an employee. This is a very useful communication and morale building mechanism that was used in 1987, but has been discontinued since that time because of budget and staff limitations.

Finding 2 - The personnel function has program-based inconsistencies and inequities among the branches of government

Program inequities among branches of government foster discontent and frustration among State employees. State employees who perform similar duties, regardless of which branch of government employs them, should receive equitable compensation and benefits.

Longevity pay inequities

Inequities exist among the branches of State government with regard to longevity pay programs. As shown in Exhibit 3-4, judicial (elected and appointed) and General Assembly employees are eligible to receive longevity payments five years before executive branch employees, and their payment schedule is much higher than the executive branch. The percentage difference between the longevity payments ranges from 77 percent after 25 years of service, to 100 percent at 5 to 9 years of service. Another inconsistency in the longevity programs is the timing of the payment. The executive branch payments are awarded annually while the judicial (elected and appointed) and General Assembly payments are awarded monthly. Judicial employees not holding an appointed or elected position are on the same longevity schedule as the executive branch.

Temporary employee benefits inequities

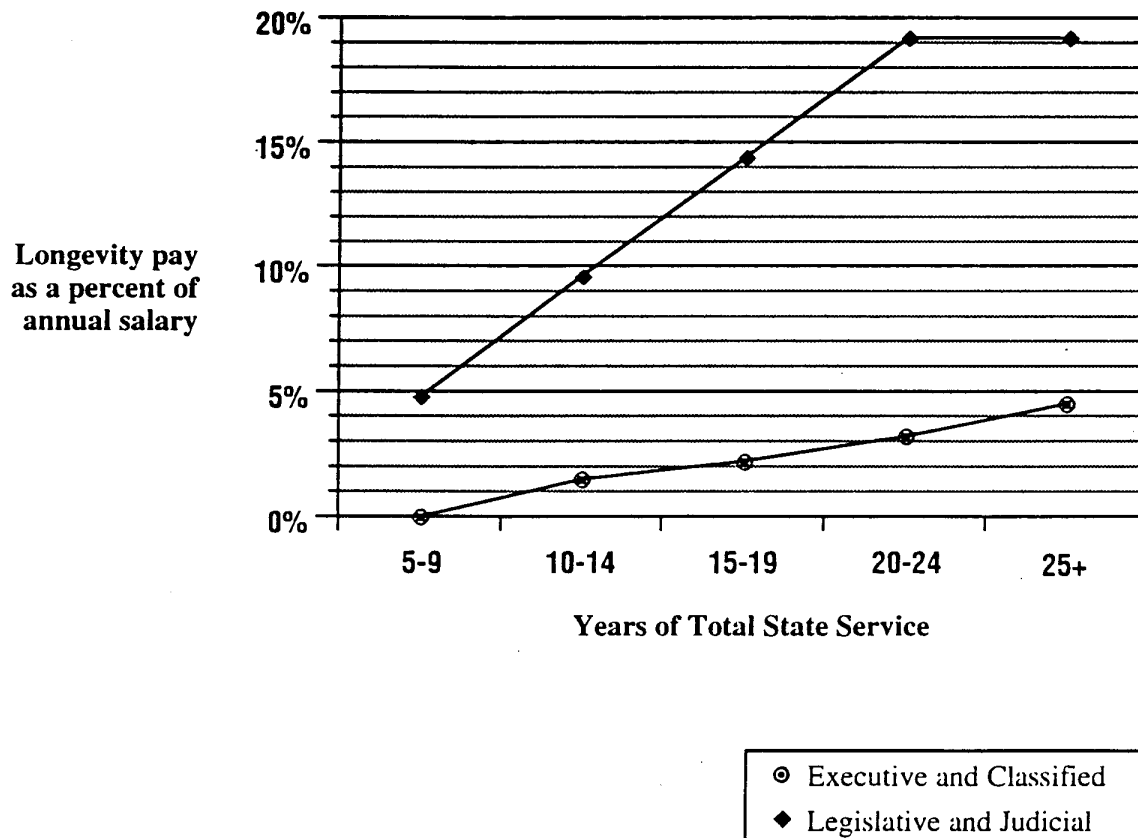
The benefits offered to General Assembly temporary employees are inconsistent and inequitable with those benefits provided to other State temporary employees. Exhibit 3-5 illustrates the differences. In the General Assembly, temporary employees who work during short and long sessions are immediately eligible for both retirement and health benefits. Temporary employees in the executive and judicial branches must work at least 30 hours per week, nine months of the year to be eligible for such benefits.

General Assembly temporary employees also receive annual leave benefits and holidays after they have at least 60 months of service with the General Assembly. The leave and holidays are calculated on a prorated basis as long as the employee has worked more than one-half of the working days in a month.

Retirement system inequities

Exhibit 3-6 summarizes the State's three retirement systems' service requirements and retirement allowances received. There are inconsistent service requirements among the

Exhibit 3-4 Longevity Payment Schedule



Example	Executive and Classified	Legislative and Judicial
Salary	\$35,000	\$35,000
Years of service	20	20
Longevity payment	\$1,138	\$6,720

Source: Executive Branch - North Carolina Administrative Code 1200
 Judicial Branch - General Statute 7A-10, 7A-18, 7A-44, 7A-65, 7A-101, 7A-144, and 7A-465
 Legislative Branch - Memorandum from George Hall dated April 18, 1991

Exhibit 3-5
Benefits Offered to Temporary Employees

Benefits	Executive and Judicial Branch Requirements for Benefits	General Assembly Requirements for Benefits
Retirement Benefits	Employees must work at least 30 hours per week, 9 months per year	All temporary employees become enrolled in the Teachers' and State Employees' Retirement System
Health Benefits	Employees must work at least 30 hours per week, 9 months per year	Once enrolled in the retirement system, temporaries become eligible for State health benefits
Sick Leave and Vacation Leave	Only permanent full-time and permanent part-time employees qualify	Employees must have 60 months of service to qualify. Leave is prorated on a daily basis according to the number of days worked.
Holidays	None	Same as sick leave and vacation leave.

Exhibit 3-6 Retirement System Inequities

Retirement System	Service Requirements		Retirement Allowance	State 401(k) Contribution	Special Separation Allowance
	Full Benefits	Reduced Benefits			
1. Teachers and State Employees (except law enforcement)	Age 65 with 5 years or age 60 with 25 years or 30 years regardless of age	Age 50 with 20 years or age 60 with 5 years	1.64% of average final compensation times years of service	None	None
Law Enforcement	Age 55 with 5 years or 30 years regardless of age	Age 50 with 15 years	1.64% of average final compensation times years of service	5%	.85% of last annual salary times years of service
2. Consolidated Judicial*	Age 65 with 5 years or 24 years regardless of age	Age 50 with 5 years	3.02% to 4.02% of final compensation times years of service	None	None
3. Legislative (for elected officials)	Age 65 with 5 years	Age 60 with 5 years	4.02% of highest compensation times years of service	None	None

* Except for Administrative Office of the Courts

Source: Comprehensive Annual Financial Report for the Year Ended June 30, 1991

branches for both full and reduced benefits, along with inequities in the retirement allowance received. In addition, state-employed law enforcement officers are provided a separation allowance if they meet certain criteria. The special separation allowance provides an annual benefit equal to 0.85 percent times the years of service times the final base annual salary of the employee. This benefit is payable from the date of retirement until age 62 (when Social Security benefits can begin). This benefit is in addition to normal retirement benefits through the Teachers and State Employees Retirement System (TSERS) and income from the 401(k) plan. No other group of employees receives a separation allowance.

An additional inequity with the retirement systems is the State's contribution to the 401(k) plan. All State employees are eligible to enroll in the State's Supplemental Retirement Income Plan of North Carolina (401(k)). The State does not contribute to this plan for any employee group with the exception of law enforcement officers.

General Assembly personnel function inconsistencies

There are inconsistent and missing applications of basic human resource management principles and practices in the General Assembly personnel function. Exhibit 3-7 indicates some of the basic human resource management practices that are not applied in the personnel system of the General Assembly. Seven of the thirteen principles and practices found in both the executive and judicial branches are not present in the personnel system of the General Assembly. Those seven are:

- Job descriptions
- Classification system
- Utilization of wage surveys
- Internal job evaluation
- Performance management system
- Performance increases
- Policies and procedures manual

Each of these principles and practices serves a specific purpose and assists in ensuring a fair and equitable personnel system.

Job descriptions do not exist for most jobs within the General Assembly and are important from the standpoint of:

Exhibit 3-7

Inconsistencies Among Branches of Government

Components of the State's Human Resource Practices	Executive Branch	Judicial Branch	General Assembly
Job Descriptions	Yes	Yes	No
Utilization of Wage Surveys (External Job Evaluation)	Yes	Yes	No
Internal Job Evaluation	Point Factor	Point Factor	No
Formalized Classification System	Yes	Yes	No
Salary Structure	Yes	Yes	Yes
Performance Management	Yes	Yes	No
Cost-of-Living Increases	Yes, FY1991-4%	Yes, FY1991-4%	Yes, FY1991-6%
Performance Increases	Yes, FY1991-2%	Yes, FY1991-2%	No (1)
Longevity Pay	Yes, after 10 years; graduated scale from 1.5% to 4.5% paid annually	Yes, after 10 years; graduated scale from 1.5% to 4.5% paid annually (2)	Yes, after 5 years; graduated scale from 4.8% to 19.2% paid monthly
Policies and Procedures Manual	Yes	Yes	No (3)
Medical Benefits	Yes	Yes	Yes
Retirement Benefits	Yes	Yes	Yes

(1) The General Assembly rolled their 2% performance increase money into cost-of-living.

(2) The judicial employees who are appointed or elected have the same longevity schedule as the General Assembly.

(3) The General Assembly must comply with the Executive Branch manual as it relates to Article 6, Equal Opportunity Employment, and G.S.126 Article 7, Privacy of State Employee Records.

- Documenting and communicating what is expected of employees
- Linking job duties to performance expectations
- Comparing salary levels of similar jobs to the external labor market
- Comparing salary levels within the General Assembly
- Documenting the essential functions of the job and the job requirements such as education, experience, and certifications
- Communicating job responsibilities when advertising vacancies

Job descriptions are particularly important now in light of the adoption of the Americans with Disabilities Act (ADA), which was effective July 26, 1992. Title I of ADA states that employers cannot discriminate against qualified disabled individuals as long as they can perform the essential functions of the job. Job descriptions aid the employer in establishing the essential functions of jobs and would be their first defense, should a discrimination charge be filed.

In addition, the General Assembly has no classification or job evaluation system in place. Classification systems, wage surveys, and job evaluation programs are needed to determine the appropriate salary range for each job. Without utilizing these three human resource management principles, decisions regarding salary range assignments and actual salaries paid to employees cannot be made in an equitable, rational, and consistent manner.

To illustrate the inequities that result from not having a classification and job evaluation system in place, we compared salary ranges for similar job classifications in the General Assembly to the other two branches of government. The comparison to the executive branch is most meaningful since the General Assembly models its salary structure and grade assignments after the executive branch system. Exhibit 3-8 presents this comparison and shows that the General Assembly salary ranges are consistently higher than the executive branch. It should be noted that this comparison is based on job title only. Without classification specifications for the General Assembly jobs, we could not compare actual duties; therefore, we assumed that the jobs are performing the same basic functions.

The General Assembly elects to model the executive branch salary structure and grade assignments for comparable jobs, but in practice the General Assembly fails to comply with executive salary grades. For example, the General Assembly's Fiscal Analyst I salary structure is four percent higher than the executive branch's salary structure. The higher salary grades at the General Assembly appear, in part, to be caused by the fact that the General Assembly does not have a performance increase program. When the legislature grants an across-the-board increase and a merit increase, the General Assembly applies the merit money to across-the-board raises, which results in an inflated salary grade structure.

Exhibit 3-8

Salary Range Comparisons Among Branches

Job Title	Grade	Minimum	Maximum
Accounting Clerk (1)			
Executive Branch	57	\$15,612	\$23,051
General Assembly	59	\$17,554	\$26,076
Judicial Branch (4)	63	\$29,695	\$31,011
Administrative Assistant I			
Executive Branch	63	\$19,918	\$29,852
General Assembly	65	\$22,438	\$33,950
Judicial Branch (4)	63	\$20,695	\$31,011
Administrative Assistant II			
Executive Branch	65	\$21,603	\$32,685
General Assembly	68	\$25,516	\$39,000
Judicial Branch (4)	65	\$22,438	\$33,950
Analyst/Programmer (1)			
Executive Branch	74	\$31,911	\$49,533
General Assembly	78	\$39,864	\$62,048
Computer Operator (1)			
Executive Branch	63	\$19,918	\$29,852
General Assembly	60	\$18,279	\$27,246
Computer Systems Coordinator (1)			
Executive Branch	68	\$24,561	\$37,540
General Assembly	70	\$27,857	\$42,765
Fiscal Analyst I (2)			
Executive Branch	73	\$30,489	\$47,249
General Assembly	73	\$31,673	\$49,074
Fiscal Analyst II (2)			
Executive Branch	76	\$34,969	\$54,375
General Assembly	76	\$36,328	\$56,477
Grounds Supervisor (1)			
Executive Branch	65	\$21,603	\$32,685
General Assembly	62	\$19,843	\$29,701
Housekeeping Supervisor I			
Executive Branch	54	\$13,840	\$20,342
General Assembly	57	\$16,218	\$23,952

Exhibit 3-8 (continued)
Salary Range Comparisons Among Branches

Job Title	Grade	Minimum	Maximum
Housekeeping Supervisor II			
Executive Branch	58	\$16,224	\$24,069
General Assembly	61	\$19,067	\$28,480
Legal Analyst I (3)			
Executive Branch	75	\$33,434	\$51,892
General Assembly	75	\$34,738	\$53,907
Judicial Branch (4)	77	\$38,096	\$59,173
Legal Analyst III			
Executive Branch	82	\$46,114	\$72,109
General Assembly	82	\$47,904	\$74,908
Librarian (1)			
Executive Branch	69	\$25,634	\$39,300
General Assembly	68	\$25,516	\$39,000
Receptionist (1)			
Executive Branch	57	\$15,612	\$23,051
General Assembly	59	\$17,554	\$26,076
Judicial Branch (4)	58	\$16,854	\$24,982
Security Officer I			
Executive Branch	60	\$17,597	\$26,233
General Assembly	63	\$20,695	\$31,011
Security Officer II			
Executive Branch	61	\$18,358	\$27,406
General Assembly	64	\$21,548	\$32,423

- (1) More than one level of this classification in the Executive Branch. The median level was used for comparison purposes.
- (2) Fiscal analysts were compared to budget analysts in the Executive Branch.
- (3) The legal analysts were compared to attorneys in the Executive Branch.
- (4) Judicial Branch is currently studying these positions and may implement reclassifications.

Source: Personnel Management Information System report numbers PM689 and PM532.
General Assembly Salary Structure effective July 1, 1990.